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Registry
7-4992

29 September 1955

MEMORANDUM FOR: DD/I
DD/P
DD/S

SUBJECT: Description of OCB

There is attached a copy of a document which has been produced by OCB describing, for the casual official reader, how the OCB works. There is no specific mention of the somewhat anomalous relationship of CIA to OCB.

If you would like copies of this paper to distribute in your respective parts of the Agency, I would be glad to supply as many as you want.

STAT

SA/DCI

MORI/CDF Pages 2-16

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OPERATIONS COORDINATING BOARD

A descriptive statement of the organization, functions, and procedures of the OCB

September 1955

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ORGANIZATION OF THE OPERATIONS COORDINATING BOARD*

Herbert Hoover, Jr.	Under Secretary of State - Chairman
Nelson A. Rockefeller	Special Assistant to the President Vice Chairman
Reuben B. Robertson, Jr.	Deputy Secretary of Defense Member
Allen W. Dulles	Director of Central Intelligence Member
Theodore C. Streibert	Director, U.S. Information Agency Member
John B. Hollister	Director, International Cooperation Administration - Adviser
Dillon Anderson	Special Assistant to the President for National Security Affairs Adviser

STAFF

Elmer B. Staats	Executive Officer
Livingston L. Satterthwaite	Deputy Executive Officer
Charles E. Johnson	Executive Assistant

* Executive Order 10483 provides that other agency representatives at the Under Secretary or corresponding level shall serve as members ad hoc when the Board is dealing with subjects bearing directly upon their responsibilities.

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FOREWORD

The underlying descriptive statement of the functions, organization and procedures of the Operations Coordinating Board was prepared by the Executive Officer in cooperation with the Board's participating agencies, and is distributed for their information and convenient reference. At the suggestion of the Board members, this document was prepared to serve as Part I of a short handbook on the OCB. Part II, now in preparation and soon to be released, is intended particularly for the use of OCB working group members and others immediately concerned with the detailed procedures of the Board.

It is contemplated that the handbook will be revised periodically to keep up with current practices.

Elmer B. Staats
Executive Officer

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OPERATIONS COORDINATING BOARD
Washington 25, D. C.

FUNCTIONS AND ORGANIZATION OF THE OPERATIONS COORDINATING BOARD

REASON FOR THE ESTABLISHMENT OF THE OCB

1. Recognizing the need for bringing the Executive Departments and Agencies together to achieve effective actions, President Eisenhower set up the Operations Coordinating Board by Executive Order to further his program to strengthen the Government's national security machinery.* He directed the Board to bridge the gap between policy and operational plans, primarily in the field of foreign operations, by providing for coordinated interdepartmental implementation of national security policies approved by the President after consideration in the National Security Council. Previously, policies established in the NSC were either referred by the President to the State Department for coordination, or, frequently, the paper was referred to more than one agency, and specific arrangements for implementation were left for the agencies to decide case by case.

WHAT THE BOARD IS

2. The Board is the mechanism through which the agencies responsible for carrying out each policy are brought together to develop an agreed statement of what each is to do and to plan for timely and coordinated actions. Through the Board, and the committees and working groups established by it, agency operating plans are consolidated and reviewed for consistency, timing, and adequacy to achieve policy objectives. The members insure that each action makes its full contribution to the desired climate of opinion. In the light of operating experience, the Board then periodically reviews the progress of the program it coordinates, each agency agreeing upon appropriate program changes within its own jurisdiction. The Board then reports progress to the NSC, requests additional policy guidance if necessary, and outlines the principal emerging operating problems. New proposals for action are initiated within the framework of national security policies in response to opportunity and changes in the situation. Special procedures have been adopted by the Board for handling particularly sensitive matters.

3. An important objective in establishing the OCB was to replace as many as possible of the ad hoc coordinating arrangements which previously existed. Although the OCB has become the primary formal channel, it is not intended as

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* See E.O. #10483, 10598 and Sec. 303(b) of 10610 attached.

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the exclusive channel for interagency coordination of national security operations. The less formal and often highly effective methods of interagency coordination are fostered and not discouraged by this arrangement. However, where duplicating committees or working groups exist, consolidation with OCB working groups is sought in order to avoid overlapping and confusion as to responsibility.

Meaning of Board Agreement

4. The Board is a cooperative arrangement among responsible action agencies, having no directive authority as a separate body. It provides a forum in which the operating heads of the major departments can meet regularly and agree to take actions in support of a common plan jointly developed. Each Board member, having agreed upon a proposed course of action at a Board meeting, issues appropriate directives to carry out the action within his agency.

HOW THE BOARD IS ORGANIZED AND HOW IT RELATES TO OTHER AGENCIES

Membership

5. The Board consists of the Under Secretary of State (Chairman), the Special Assistant to the President (Vice-Chairman), the Deputy Secretary of Defense, the Director of Central Intelligence, and the Director of USIA. The Special Assistant to the President for National Security Affairs may attend any meeting of the Board, and in practice sits regularly with it. The Special Assistant to the President for Disarmament may also attend any meeting of the Board at his discretion. The Director of the International Cooperation Administration of the Department of State participates in all phases of the work of the Board as an adviser. In addition, by invitation of the Board, a senior representative of the Atomic Energy Commission regularly attends the meetings. Representatives of other agencies participate as ad hoc members of the Board when it is dealing with subjects for which they have Presidential assignments or other significant responsibilities. Executive Order #10483 provides that the ad hoc participants shall be of the rank of Under Secretary or corresponding official, and have the same status on the Board on these occasions as the regular members. The OCB Executive Officer checks at the outset of each project to ascertain the responsibilities of such agencies, and keeps the project under review for the emergence of new interests, in an effort to bring the agencies concerned into the project early in its development.

The Planning Coordination Group

6. On March 4, 1955 the President approved a memorandum from the Director of the Budget (dated March 3), which recommended establishing a Planning Coordination Group. This Group was established within the framework of OCB and is a special grouping of OCB members, chaired by the Special Assistant to the President (Mr. Rockefeller), who is also Vice-Chairman of OCB. This Group

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was established to meet the need, stated in the memorandum, to infuse into plans and programs growing out of national security policies (final implementation of which remains the responsibility of appropriate existing agencies) new ideas to diagnose precisely how best to meet the over-all problems of a given country or area, to bring into balance all aspects of a problem and all resources available to solve it, to find ways effectively to utilize U.S. private organizations and foreign individuals and groups and foreign public and private organizations. In addition, the Planning Coordination Group has been given selected special assignments.

Board Assistants

7. Each member of the Board is aided in his OCB responsibilities by a Board Assistant. These Board Assistants meet regularly as a group to review and ensure the adequacy of papers destined for the consideration of the Board, to assist the Board in carrying out agreed action programs, and in some cases to act on behalf of their principals. The Assistants also act within their respective agencies to ensure staff support of their principals on OCB matters, to assist them in the continuing departmental and interdepartmental coordination of Board problems, and to assist the agency's OCB working group members to meet the requirements of the Board.

Relationship to the NSC

8. The Board's coordinating and reporting responsibilities under Presidentially-assigned NSC policies are mentioned above. The Board by Executive Order serves as an important working extension of the National Security Council machinery. The President's Special Assistant for National Security Affairs, who is also the Chairman of the National Security Council Planning Board, regularly attends meetings of the OCB; a member of his staff participates regularly in the meetings of the Board Assistants. The OCB Deputy Executive Officer, in turn, serves as an advisor to the NSC Planning Board and briefs the Planning Board on OCB Progress Reports when these are scheduled for consideration. The Board reports to the Council on each assignment from the President, approximately every six months, and reviews its total activities in a semi-annual report to the Council. It is under standing instructions from the President to report at any time to the Council on matters which should be brought to the Council's attention.

HOW THE BOARD OPERATES

Origin of Projects

9. The Board receives the majority of its assignments directly from the President, who normally charges it with the coordination of the implementation of the NSC papers when he approves them.

10. As set forth in Section 2 of the Executive Order, the OCB may initiate new proposals for courses of action which are within the framework of national security policies.

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11. Within the spirit of its Presidential charter, the Board also undertakes the coordination of selected national security problems at the request of governmental groups or agencies outside its regular membership.

Outline Plans of Operation

12. As soon as possible after the approval by the President of a national security policy and its subsequent assignment to the OCB, the Board usually through a standing OCB working group begins the preparation of an Outline Plan of Operations, an instrument specifically developed to facilitate interdepartmental coordination of forward planning of operations.

13. The Plan is needed and used by the Board to get concurrence by each agency as to what actions it is to undertake, to plan the most effective manner and timing of execution, and to set a standard for measuring progress toward national security objectives.

14. During the preparation of each Plan, the working group draws upon the experience and advice of authorities responsible for implementation. The interested overseas mission is usually given an opportunity to comment on the draft Plan prior to its consideration by the Board.

15. A typical Outline Plan is a compact catalogue of the courses of action, agency responsibilities, and timing considerations for the implementation of an NSC policy. Each Plan sketches the present situation in the subject country and gives a summary presentation of the timing, desired priority emphasis, and any necessary special operating guidance. It provides a detailed listing of the actions agreed upon and identifies the agencies responsible for operations under each pertinent paragraph of the governing NSC policy. It provides a written guide to concerted action by all the agencies and levels concerned.

16. The process of preparing an Outline Plan is in itself of considerable assistance to the Board. It helps to clarify the substantive provisions of NSC policies and to identify and resolve differences over policy, operating responsibility, or actions to be taken. The preparation also helps to expose in a timely manner operating difficulties which might threaten the success of a policy, and thus contributes to their solution.

17. Outline Plans are normally prepared for all NSC country policies assigned to the OCB. They have proved helpful in some projects initiated by the Board, such as in the case of the Ideological Program.

18. Actions agreed upon by the Board or one of its working groups, or clearly allowable under NSC courses of action, are carried on as usual while an Outline Plan is being prepared. The Plan does not encompass every U.S. agency activity, but it includes the major programs, and stresses those which require interagency coordination. It may be modified to meet changed circumstances through appropriate interagency procedures without necessarily amending the Plan formally.

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Progress Reports

19. Reporting is a major responsibility of the Board under the Executive Order, and the OCB has developed a standard procedure covering its assignments. The progress reports serve three main purposes:

a. They indicate progress and the effectiveness of operating programs, pointing up operating difficulties and reflecting other considerations affecting the achievement of U.S. policy objectives. They provide a basis for judgment from the operating viewpoint with respect to the need for review of the NSC policy concerned. Emphasis is placed on obtaining frank analyses of operating situations to serve as a basis for guidance to OCB working groups or operating agencies, and for informing the NSC.

b. They inform the NSC of the operational effectiveness of approved policies, and advise the Council whether or not, in view of operating experience, a review of policy is recommended. Any recommended policy revision is prepared for Council consideration by the NSC Planning Board in accordance with its established function.

c. They provide a forward look at emerging problems and future actions and call the attention of the Board and the Council to those matters which require advance interagency planning and coordination.

20. In form, each Progress Report on an NSC policy is generally held to 4 or 5 pages, to save time for the Board and the Council. It consists of a Section A summarizing the major actions and decisions during the reporting period, a Section B evaluating progress in implementing NSC policies and objectives, and a Section C listing the major emerging problems and future actions. This concise report is supplemented by an annex containing detail with respect to actions taken.

Special Papers for Board or Council

21. In addition to its standard planning and reporting documents, the Board occasionally considers special papers prepared by the working groups or the agencies to meet some pressing need for information or action to be provided by the Board or recommended to the NSC.

22. Some examples of important subjects which have required special OCB action papers are natural disasters or other overseas emergencies requiring quick, coordinated U.S. action, funding problems requiring readjustments of program priorities or Presidential determination, special problems related to international conferences, the overseas impact of proposed public announcements, and the drafting of special papers to spell out more concretely the implications of general provisions in NSC papers.

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23. From time to time the Board also arranges for the preparation of information documents or for oral briefings for the OCB agenda, as a basis for effective discussion by the members themselves of current problems of common interest.

Weekly Status Report

24. Prior to each meeting of the Board, the Executive Officer prepares a listing of the various OCB assignments or projects indicating significant developments or problems or reporting the status of staff work. Based upon contributions from the OCB working groups and staff, this report provides a current highlight summary of developments relating to the implementation of policies assigned to the OCB. It also picks up current or anticipated operating problems of particular interest to the members of the Board.

25. The Status Report is not designed to be a means for obtaining Board action on emergency problems which do not permit the usual advance documentation and staffing. When such action is unavoidable, however, the Executive Officer gives the maximum possible advance notification to the agencies.

26. In general the Status Report contains only those items which are sufficiently important to the interests and responsibilities of the Board members collectively to deserve their immediate attention as a group. The items are written briefly and clearly and are self-explanatory. The following criteria are used in selecting items for the Status Report:

a. Is the action a specific and important one taken under an NSC paper or Outline Plan of Operations?

b. Is it a major action in disagreement?

c. Is it an action on which there has been undue delay or inactivity on the part of the responsible agencies?

d. Is it a significant item which has not been generally made known to the Board? For example, an agreed-upon action not yet taken or publicly announced.

e. Does the item report an emerging problem of sufficient importance to warrant the attention of the Board members?

f. Is it an action which is important because it is in response to a Board action or a request of a member of the Board?

ROLE AND FUNCTIONS OF WORKING GROUPS

27. Board projects are usually referred to the appropriate OCB working group which is a standing or ad hoc committee of agency personnel having operating responsibilities, plus an OCB staff member, for necessary staff work.

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The working group's functions generally are to assure that approved courses of action are carried out, that interagency matters are fully coordinated and that the Board is kept informed through adequate reporting of the status of its assignments. Its specific duties are defined in terms of reference approved by the Board which define the work to be done, the reporting schedule and the agencies to be represented on the group. The working groups have no responsibility for carrying on operations to implement NSC policies of other Board-agreed actions; these are the responsibilities of the operating agencies involved. At present there are approximately 36 such working groups.

28. The working group member from the member agency having the principal operating responsibility chairs the working group. He is responsible with the assistance of the OCB staff representative on the working group, for the effectiveness of the work of the group. He has the normal duties of any chairman to insure proper reaction by the group to the directions of the Board.

29. An agency representative on a working group has two chief functions: (1) to secure action in his agency, and (2) to share information about his agency's plans and operations with other members of the working group. The bulk of interagency coordination on OCB assignments is carried on through the working group representative or with his knowledge.

30. Working group members are qualified by experience and position in their agency to facilitate obtaining decisions by their agency and also agreement in the group concerning the allocation of operating responsibility for courses of action. In most cases the agency representatives on working groups are considered to be informed but uninstructed with respect to his agency's views on matters requiring interdepartmental coordination. He is thereby in a position to participate on a basis which makes it possible to make adjustments which the process of interagency coordination requires.

31. Working group members need not limit their participation in the group's activities only to their own agency's interests or operating responsibilities. A cross-fertilization of ideas is encouraged by the Board.

32. Important emphasis is given to anticipating emerging operating problems and devising means for overcoming them. The working group is expected to be alert to initiating new proposals for action within the framework of national security policies in response to opportunity and changes in the situation.

33. Most working groups have adopted a regular schedule for meetings while others have agreed to meet on the call of the chairman or OCB staff representative. Each OCB working group convenes at least once each month to review its responsibilities and to assure that the various agencies' programs are being executed in accordance with prescribed policy and plans of operation.

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34. The working group is responsible for calling attention to the Board through the Executive Officer any problem or situation which prevents the working group from carrying out responsibilities assigned to it under prescribed policies or plans.

35. Some of the working group's specific activities are:

a. Following up on status and effectiveness of actions pursuant to NSC courses of action or specific Board requests, including securing current information for inclusion by the Executive Officer in weekly Status Reports for the Board, identifying gaps in operations, raising urgent problems requiring attention, etc.

b. Drafting papers (memoranda, progress reports, outline plans of operations, etc.) for the consideration of the Board.

c. Keeping generally informed of current developments with respect to the area covered by its OCB assignment.

d. Providing a clearing point for information of interdepartmental concern to OCB member agencies.

e. Collecting agency views and suggestions and drafting of checklists of possible detailed courses of action for inclusion in Outline Plans of Operations.

f. Developing recommendations for assignments of agency responsibility and timing for courses of action in NSC papers.

ROLE OF OCB STAFF

36. The OCB staff, under the direction of the Executive Officer, is a small group of professional employees who assist in providing continuing and full-time service and support to the Board and the OCB working groups. Some of the staff were selected for a tour of duty from the member agencies, and will eventually return to them upon completion of their OCB assignments. Others are employed for indefinite service with the Board. All the members of the staff are expected to serve the Board as impartial, full-time assistants, concentrating on those aspects of Board projects which involve interdepartmental coordination. They also help pass on the benefits of experience from one OCB project or working group to another. Certain officers of the staff have continuing regional or functional assignments and serve as members of OCB working groups. Others provide for interdepartmental intelligence support for Board projects or provide secretariat and administrative services for the Board and the working groups. In addition to these general service functions, the staff maintains certain continuing liaison arrangements with other agencies and staffs. For instance, the Deputy Executive Officer serves as an adviser to the NSC Planning Board. Others on the staff keep in touch with the NSC Secretariat and prepare the semi-annual factual report on OCB work as well as keeping touch with the secretariats for the National Advisory Council, the Council for Foreign Economic Policy and other interdepartmental organizations.

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IMMEDIATE RELEASE September 3, 1953

James C. Hagerty, Press Secretary to the President

THE WHITE HOUSE OFFICE

LOWRY AIR FORCE BASE
DENVER

EXECUTIVE ORDER

- - - -

ESTABLISHING THE OPERATIONS COORDINATING BOARD

By virtue of the authority vested in me by the Constitution and statutes, and as President of the United States, it is hereby ordered as follows:

Section 1. (a) In order to provide for the integrated implementation of national security policies by the several agencies, there is hereby established an Operations Coordinating Board, hereinafter referred to as the Board, which shall report to the National Security Council.

(b) The Board shall have as members the following: (1) the Under Secretary of State, who shall represent the Secretary of State and shall be the Chairman of the Board, (2) the Deputy Secretary of Defense, who shall represent the Secretary of Defense, (3) the Director of the Foreign Operations Administration, (4) the Director of Central Intelligence, and (5) a representative of the President to be designated by the President. Each head of agency referred to in items (1) to (4), inclusive, in this section 1(b) may provide for an alternate member who shall serve as a member of the Board in lieu of the regular member representing the agency concerned when such regular member is for reasons beyond his control unable to attend any meeting of the Board; and any alternate member shall while serving as such have in all respects the same status as a member of the Board as does the regular member in lieu of whom he serves.

(c) The head of any agency (other than any agency represented under section 1(b) hereof) to which the President from time to time assigns responsibilities for the implementation of national security policies, shall assign a representative to serve on the Board when the Board is dealing with subjects bearing directly upon the responsibilities of such head. Each such representative shall be an Under Secretary or corresponding official and when so serving such representative shall have the same status on the Board as the members provided for in the said section 1(b).

(d) The Special Assistant to the President for National Security Affairs may attend any meeting of the Board. The Director of the United States Information Agency shall advise the Board at its request.

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Section 2. The National Security Council having recommended a national security policy and the President having approved it, the Board shall (1) whenever the President shall hereafter so direct, advise with the agencies concerned as to (a) their detailed operational planning responsibilities respecting such policy, (b) the coordination of the interdepartmental aspects of the detailed operational plans developed by the agencies to carry out such policy, (c) the timely and coordinated execution of such policy and plans, and (d) the execution of each security action or project so that it shall make its full contribution to the attainment of national security objectives and to the particular climate of opinion the United States is seeking to achieve in the world, and (2) initiate new proposals for action within the framework of national security policies in response to opportunity and changes in the situation. The Board shall perform such other advisory functions as the President may assign to it and shall from time to time make reports to the National Security Council with respect to the carrying out of this order.

Section 3. Consonant with law, each agency represented on the Board shall, as may be necessary for the purpose of effectuating this order, furnish assistance to the Board in accordance with section 214 of the Act of May 3, 1945, 59 Stat. 134 (31 U.S.C. 691). Such assistance may include detailing employees to the Board, one of whom may serve as its Executive Officer, to perform such functions, consistent with the purposes of this order, as the Board may assign to them.

Section 4. The Psychological Strategy Board shall be abolished not later than sixty days after the date of this order and its outstanding affairs shall be wound up by the Operations Coordinating Board.

Section 5. As used herein, the word "agency" may be construed to mean any instrumentality of the executive branch of the Government, including any executive department.

Section 6. Nothing in this order shall be construed either to confer upon the Board any function with respect to internal security or to in any manner abrogate or restrict any function vested by law in, or assigned pursuant to law to, any agency or head of agency (including the Office of Defense Mobilization and the Director of the Office of Defense Mobilization).

/sgd/ DWIGHT D. EISENHOWER

THE WHITE HOUSE

September 2, 1953

(Published 5 September 1953 in Federal Register as Executive Order 10483.)

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EXECUTIVE ORDER 10598

AMENDING EXECUTIVE ORDER NO. 10483, ESTABLISHING THE OPERATIONS COORDINATING BOARD

By virtue of the authority vested in me by the Constitution and statutes, and as President of the United States, it is ordered that subsections (b) and (d) of Section 1 of Executive Order No. 10483 of September 2, 1953 (18 F.R. 5379) be, and they are hereby, amended to read, respectively, as follows:

"(b) The Board shall have as members the following: (1) the Under Secretary of State, who shall represent the Secretary of State and shall be the chairman of the Board, (2) the Deputy Secretary of Defense, who shall represent the Secretary of Defense, (3) the Director of the Foreign Operations Administration, (4) the Director of Central Intelligence, (5) the Director of the United States Information Agency, and (6) one or more representatives of the President to be designated by the President. Each head of agency referred to in items (1) to (5), inclusive, in this Section 1 (b) may provide for an alternate member who shall serve as a member of the Board in lieu of the regular member representing the agency concerned when such regular member is for reasons beyond his control unable to attend any meeting of the Board; and any alternate member shall while serving as such have in all respects the same status as a member of the Board as does the regular member in lieu of whom he serves."

"(d) The Special Assistant to the President for National Security Affairs may attend any meeting of the Board."

DWIGHT D. EISENHOWER

THE WHITE HOUSE,

February 28, 1955.

(F. R. Doc. 55-1831; Filed, Feb. 28, 1955; 11:07 a. m.)

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EXECUTIVE ORDER 10610

Signed May 9, 1955

Effective June 30, 1955

Administration of Mutual Security and Related Functions

Sec. 303.(b) -- "The memberships of the Director of the Foreign Operations Administration on the following bodies, together with the functions of the said Director in his capacity as member of each thereof, are hereby abolished: (1) The National Security Council, (2) the Operations Coordinating Board, (3) the Council on Foreign Economic Policy, (4) the Interagency Committee on Agricultural Surplus Disposal, (5) the Defense Mobilization Board, and (6) the Interdepartmental Committee on Trade Agreements: Provided, That the Director of the International Cooperation Administration or his designated representative shall participate in the deliberations, and assist in connection with the affairs, of the bodies mentioned in items (2) to (6), inclusive, above, and of the Committee for Reciprocity Information."

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